



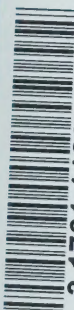
Ontario
Secretariat
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Trends in
Human Settlements
in Ontario

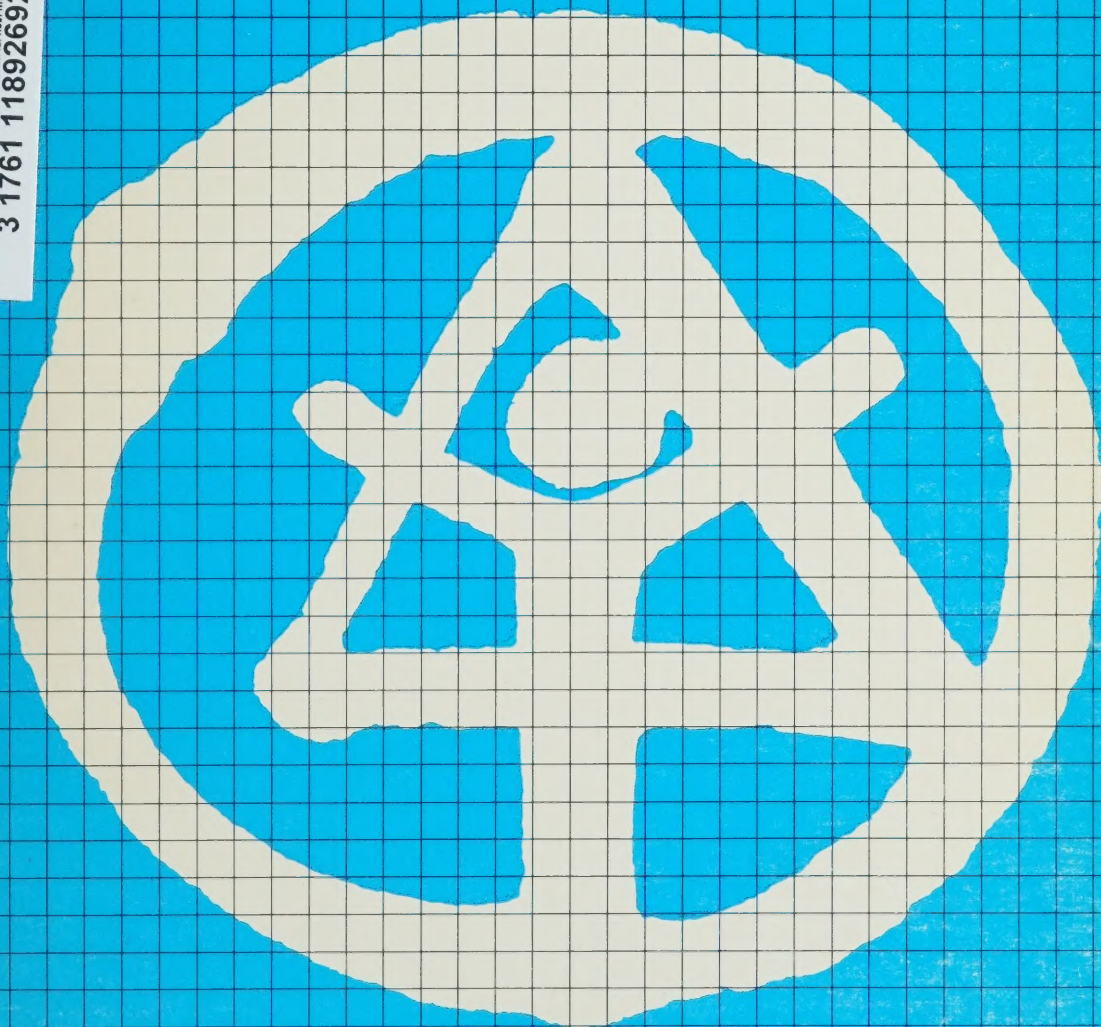
Directions


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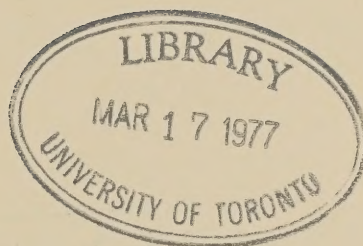
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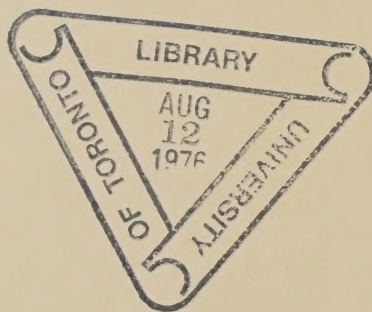
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The kind of shelter people create for themselves, the communities they build, and the way they look after their human needs reflect basic economic, cultural and social values. For thousands of years, Ontario's native people lived off the land, hunting, trapping and gathering food. European immigration in the nineteenth and twentieth centuries brought increasing demands on natural resources and imposed an entirely new settlement pattern on the land.

To the first Europeans, Ontario presented enormous challenges. Its land mass stretched from the temperate climes of the Great Lakes to the shores of Hudson Bay. Its fauna ranged from the beaver to the polar bear. On the other hand, Ontario offered many opportunities. People came to trade in furs, to extract timber, to till the soil. Some were millers and merchants; some were soldiers and administrators. They had to chart waterways and build roads over a vast and forbidding land.

Physical size remains a challenge. Today, in spite of technological advances, high standards of education, and one of the highest standards of living in the world, we still face the important task of how to deal with the disparities which arise out of the vastness and diversity of the land. Some of these disparities are of an economic nature; some relate to the quality of life, including opportunities for education, standards of health care, and access to services of all kinds. In certain regions of Ontario, particularly in the north, many people rely for their livelihoods on a single type of economic activity, such as mining or forest-based industry. Often, they live in communities which are dependent on one enterprise.



By contrast, southern Ontario is becoming densely populated and a magnet for industrial concentration. Half the population of the province resides around the rim of Lake Ontario. Those who live in this area have access to a wide range of services.

We need to broaden the industrial base of our northern communities to provide people with a greater choice of jobs. A wider range of activities would improve their economic stability and lead to more complete communities with better distribution of services and amenities.

The Province of Ontario has addressed itself to these broad concerns in human settlements. Extensive studies have been carried out and programmes developed to alleviate specific problems and to improve the quality of life for all citizens. In the fields of housing and social services, the Government of Ontario has followed policies designed to meet the rapidly changing needs of the people of the province.

A Rapid Process of Urbanization

Ontario is a multicultural society. People have come from all parts of Canada and every corner of the globe to build new lives. They have brought with them their own cultural riches and endowed Ontario with a great vitality. The influx of people in recent decades and natural population increase have set in motion a rapid process of urbanization. Across Ontario, more and more people are choosing to live in cities. In 1951, some 73 per cent of people lived in cities and towns; by 1971, the proportion had increased to 82 per cent. The cities of Toronto, Hamilton, Ottawa, Kitchener-Waterloo, London and Windsor together now account for some 60 per cent of the population of southern Ontario. By the year 2000, this likely will be 80 per cent.

The rate of growth of our cities and towns has placed heavy demands on our resources of land and capital, on our systems of transportation, on our social and physical services. Many communities have felt the impact of this rapid growth. Our cities have become more crowded and have sprawled outwards onto nearby farmland. Small rural communities have been absorbed by urban development. At the same time, the surge to the cities has left many a small community in a state of stagnation.

In a number of rapidly growing urban areas, rising costs of serviced land, high interest rates, and escalating costs of construction have put home ownership beyond the reach of substantial segments of the population. Whereas the single-family, owner-occupied dwelling on a spacious lot has been traditional in Ontario, there now is a strong trend toward denser rental-type accommodation.





As costs rise, new ways are being sought to reduce these costs and make home ownership possible for more people. One avenue now being explored is the prudent adjustment of standards, both in site planning and engineering. Considerable cost savings are possible by reducing the size of lots and the width of road allowances and by using new methods of making water and sewage connections.

Ontario has introduced a number of programmes designed to increase the supply of affordable housing, to reduce speculation in land, and to make more shelter available to those in lower income levels. A serious challenge ahead is to find more effective ways to manage growth.

The Provincial Role in Human Settlements Planning

In planning, and in the management of growth, the provincial level of government acts in a coordinating role, assisting local, county, and regional governments to achieve their own goals within guidelines which are of overriding importance to the province as a whole.

For the past thirty years, under *The Planning Act*, the province has fostered planning at the municipal level. There now are approved official plans in some 350 municipalities. In regional municipalities, community planning is mandatory; at other levels of local government planning remains voluntary.

Since the 1960's, an increasing concern has been the rapid growth in and around Metropolitan Toronto and the impact which this has had on other regions of the province. In the mid-sixties, the provincial government saw the need to assume considerable direct responsibilities in planning. In 1966, a policy statement entitled *Design for Development* established basic guidelines for provincial planning and, among other things, recognized the government's responsibility to carry out and give a direction to regional land use planning and economic development planning, and to reduce regional economic imbalances.

By 1970, the province had formulated the *Toronto-Centred Region Concept* which set out provincial guidelines for the management of urban growth in the region around the metropolis. The objective was to relieve excessive development pressure on the urban area along the shore of Lake Ontario. In 1951, 36 per cent of the total population was concentrated in the conurbation which includes Hamilton, Toronto and Oshawa. By 1971, this figure had risen to 43 per cent.





In *Ontario's Future: Trends and Options*, published in March 1976, the province put forward a revised set of policy directions which incorporated, added to, and extended the 1966 policy statement *Design for Development*. The new statement grew out of a need to reassess change over the past ten years and to refine our approaches to provincial planning. It set out four overall objectives:

1. *To reduce disparities among the various regions of Ontario in prosperity and access to services and to achieve a more even distribution of growth across the province;*
2. *To correct, using regional economic and social development, specific problems in the several regions, such as those arising from too narrow an economic base; to encourage each region to realize its optimum economic potential; to broaden the range of employment opportunities; and to maintain a minimum standard of convenience and amenity throughout all regions by improving the level of services and access to recreation;*
3. *To protect and husband the natural resources of the province and to ensure good management of the rural and forest environments;*
4. *To encourage planning for the distribution of population growth and urban development so as to ensure that the people of the province will be served by an efficient urban system; to avoid the problems of excessively rapid urban growth and to achieve healthy, attractive urban communities.*

Toward A Better Urban System

The concept of an urban system for the province is closely related to the management of growth and to improving the quality of life across the province. One objective is to make the existing urban system a more effective vehicle for delivery of services as well as for encouraging economic growth. Another objective is to achieve a more balanced distribution of urban growth.

Ontario's urban places are highly interdependent; growth and change in one likely will bring related change in others. This interdependence includes both economic linkages and the nature and scope of services provided by each centre. It is proposed to reinforce and build upon the structure of the urban system and to make use of its potential to achieve overall provincial planning objectives. This recognizes the dual function of an urban centre in providing services for its hinterland and in serving as a focus for economic growth in the area.

An important part of the urban system concept for Ontario revolves around transportation planning. The province intends to use the provision of transportation services and facilities to guide and shape growth in accordance with its planning and development objectives. The planning of future transportation links and services will be based on the requirements of the desired urban system and the provision of such facilities will be used deliberately to foster the development of the system and to aid in achieving balanced economic growth.





People Must Define Their Own Objectives

These broad provincial objectives will not be achieved without the active participation of all citizens. It is important that people in every part of the province discuss and debate these policy directions and define objectives for their own regions, for their own urban settlements, for their own neighbourhoods. More and more, people must be encouraged to take an active part in deciding what kind of settlements they want to live in. They must make sure that their communities are designed to meet their own specific needs, that not only do they offer basic shelter but that they express the human qualities of those who live there.

If we are to build better human settlements across our province, we must build on the fabric which now exists. If we are to improve our whole urban system, we must take into account the needs of people as individuals, families and neighbours. We must preserve the good things we have and cherish our historical and cultural roots. We must pursue more creative ways to express who we are, to define more clearly our individual and collective identities.

In seeking a more rational urban structure, we must establish sound social priorities. We must continue to follow the goal of equal opportunity for all citizens. We must find better ways to care for those in need, to protect the young, and to give the aged, the handicapped and other disadvantaged groups a more meaningful place in community life.

In a world faced with escalating costs of food and energy, we all will have to make more careful choices in the kinds of human settlements we build and how we use our natural resources. We in Ontario are blessed with considerable resources of agricultural land, of mine and forest, of water and recreational areas, and with a vigorous people of broad skills and varied backgrounds.

We clearly recognize that we cannot afford to waste what we have. Growing pressures on our resources make their protection of prime importance both for ourselves and for future generations.

The Province of Ontario is committed to the sound management of its resources for the long term benefit of all its citizens. We equally are committed to play a responsible role in the world community to help solve the pressing problems of human settlements.

We are ready and willing to share our own knowledge and experience with people everywhere.



The Province of Ontario

Serving the Needs of Human Settlements

The Ontario government deals with the needs of human settlements in the province through its various ministries. The ministries are grouped by common concerns into policy fields:

Social Development Policy Field

Resources Development Policy Field

Justice Policy Field and

The Ministry of Treasury, Economics and Intergovernmental Affairs

Each policy field brings together ministries with similar or overlapping jurisdictions and provides a forum for coordinating policy development and programme delivery. A small secretariat, under the direction of a provincial secretary, serves each policy field. The secretariat performs three main functions: carrying out independent evaluations of proposals from member ministries, creating a liaison among the ministries, and developing policy which encompasses more than one ministry.

The ministers of each ministry within a policy field form a cabinet committee which usually meets weekly. The cabinet committee meetings are chaired by the provincial secretary. Each member ministry must present

policy or programme proposals to the cabinet committee for approval. Once approved by the committee, proposals proceed to the cabinet for consideration and possible adoption as government policy.

The following describes some of the ways in which ministries are involved in matters concerning human settlements:

The Social Development Policy Field

This policy field groups together five ministries — Community and Social Services, Culture and Recreation, Colleges and Universities, Education, and Health — ministries concerned with the well being of individuals and families in the areas of education, intellectual development, community and social services, physical and mental health, cultural and recreational awareness and services.

The role of the secretariat is to encompass and integrate solutions to issues which go beyond the jurisdiction of any one ministry within the social policy field. It also functions as a liaison between government and citizen to explain government policy and gather reaction to provincial programmes. To this end, four advisory councils have been

established — on multiculturalism, on the physically handicapped, on senior citizens, and on the status of women — to advise the government on specific concerns.

The Ministry of Community and Social Services

Administers and initiates programmes and services to help individuals maintain a satisfactory standard of living. Specifically, it is concerned with income security for the needy, aid for the elderly, developmental programmes for the retarded, child welfare and day nurseries, rehabilitation and job training for the handicapped and special residential programmes. The ministry works with social service agencies and municipalities and offers guidance and financial assistance.

The Ministry of Culture and Recreation

The mandate of this ministry is to concentrate resources and develop policies to enrich cultural and recreational opportunities for all residents. The ministry is entrusted with the preservation and maintenance of the cultural heritage of Ontario residents and with full recognition of their diverse traditions

and backgrounds. It also works to promote active involvement in the cultural and recreational life of the province. A major responsibility is to stimulate the development of new forms of cultural expression and promote the concept of individual and community excellence.

An important ministry objective is to provide leadership to other levels of government and the private sector in better understanding our shared role in the complex area of community life.

The Ministry of Colleges and Universities

Responsible for the effective development of higher education in the province. It provides support to provincially assisted universities and to colleges of applied arts and technology. The ministry also administers industrial training programmes.

The Ministry of Education

This ministry is responsible for curriculum and education standards in Ontario's schools. It facilitates the study, in ele-

mentary and secondary schools, of topics and issues related to human settlements, urbanization, and the environment. The provision and implementation of curriculum guidelines, such as documents on urban studies and environmental science, enables the development of courses at the school level. Other studies, such as in geography, social studies, home economics, family studies, and the visual arts, also contain aspects which deal with concepts in housing, urban design, resources, ecology, and the interdependence of humans.

The Ministry of Health

Responsible for providing the people of Ontario with a comprehensive basic programme of health services at an economically acceptable cost. Residents of Ontario enjoy a universal health insurance programme administered by the ministry. Through this programme citizens have access to a wide range of health services, including attention by health professionals, such as physicians, optometrists, chiropractors, podiatrists, as well as hospital care and nursing, home care, ambulance services and a wide range of mental health care.

The Resources Development Policy Field

This field consists of the ministries of Agriculture and Food, Energy, Environment, Housing, Industry and Tourism, Labour, Natural Resources, and Transportation and Communications. The Ministry of Treasury, Economics and Intergovernmental Affairs also attends cabinet committee meetings when matters of interest to that ministry are being discussed. The Provincial Secretary for Resources Development is responsible for coordinating and implementing the science policy of the Ontario government and other matters of development policy which concern a number of ministries. The Royal Commission on Electric Power Planning, which reports to the government through the provincial secretary, is studying the electric power needs of Ontario for the years 1983 to 1993 and beyond. The commission's mandate includes looking into the amount of power which will be required, the way it should be generated, the impact of power generation and transmission on land use, and other related issues. Public participation is a cornerstone of the commission's approach to its task.

The Ministry of Agriculture and Food

Involved in a broad range of activities, including research, teaching, extension, and marketing designed to maintain a viable agricultural industry for the greatest benefit to the people of Ontario. An important goal is to help people to help themselves. Through its extension efforts, the ministry relates to rural communities on a broad base, advising, counselling and informing, to improve agricultural productivity and efficiency. Through youth programmes, livestock and crop associations, agricultural, women's and other societies, the ministry assists in personal and community development.

The Ministry of Energy

Responsible for provincial energy policy to ensure an adequate and secure supply of energy at reasonable prices within acceptable environmental impacts. The ministry reviews energy matters on a continuing basis and is responsible for advising and coordinating the government's activities with regard to policy direction and technical support for the production of energy.

The Ministry of the Environment

This ministry is responsible for providing a wide range of services aimed at achieving four major objectives: the control of contaminant emission, the establishment of environmental safeguards, the management of water and waste, and the development and maintenance of measures intended to restore and enhance Ontario's natural environment. The ministry's activities include environmental assessment, planning and approvals and laboratory services for monitoring environmental impacts on land, air and water.

The Ministry of Housing

Charged with the responsibility of ensuring an adequate supply of housing at affordable prices within a sound planning framework. It seeks to do so by speeding up the production of new houses, rehabilitating existing housing stock and neighbourhoods, discouraging speculation, broadening the housing mix, reducing financial obstacles to home buyers, assisting the municipal planning process, new town development, and through rent-geared-to-income housing for families and senior citizens of low and moderate means.

The Ministry of Industry and Tourism

All activities are designed to achieve these precise goals: to build a strong, competitive base for manufacturing; to increase exports and tourism revenue; to develop the service industries; to enhance the position of small business; to develop innovation, technology, and good design; to capitalize on the beneficial effects of foreign investment in Ontario in accordance with government policy; to increase the export of Ontario-made goods; and to develop Ontario-owned international companies.

The Ministry of Labour

In general, its role is to advance the well being of workers and the community by protecting all people against discrimination, promoting social and industrial peace, encouraging the productive use of labour, and promoting socially desirable terms and conditions of employment. The ministry assists the public and private sectors in understanding, planning for and coping with employment effects of economic and technological change.

The Ministry of Natural Resources

The goal of this ministry is to provide opportunities and resource development for the continuous social and economic benefit of the people of Ontario and to administer, protect and conserve public lands and waters. The Ministry of Natural Resources administers more than 85 per cent of the total area of the province as crown land. The ministry's programmes are concerned with use of the physical resources of land, water, trees, fish, animals and minerals for recreation and resource utilization. The ministry has a major responsibility to sustain the supply of renewable resources and to utilize and manage the land, water and mineral resources, so as to minimize adverse environmental impacts.

The Ministry of Transportation and Communications

Responsible for the planning, construction and maintenance of an integrated and balanced transportation system within the province. This includes freeways and highways, commuter rail and bus services, air services

and airport facilities, ferry services, examination, licensing and control of all drivers and vehicles and developments associated with radio and television broadcasting, telephone and telegraph services and the use of communications satellites.

The ministry provides subsidy to the municipalities for the construction and maintenance of streets, roads and bridges as well as for a proportion of losses entailed in the operation of public transit systems. Subsidies also are provided for transit studies for the development of new systems and improvement of existing operations within the municipalities.

The Justice Policy Field

The Justice Policy Field encompasses consumer protection, law enforcement, the administration of the courts, and the custody and rehabilitation of offenders. With multi-ministry interests, the secretariat is able to examine the broader social trends in order to identify potentially useful and innovative activities for consideration by member ministries. Such an approach will contribute to the development of justice policy within the province, as well as offer a means of anticipating

future needs. The justice function involves concern for the prevention of conflict. This concern for prevention of anti-social or deviant behaviour reaches into the social structural elements contributing to the quality of life, such as employment, housing, health, recreation, and emotional well being. It is the role of the justice group to assess social indicators and to render advice on the development of innovative, consistent and integrated government policy.

Within the Justice Policy Field are the following ministries:

The Ministry of the Attorney General

The Ministry of Consumer and Commercial Relations

The Ministry of Correctional Services

The Ministry of the Solicitor General

Other Ministries

The Ministry of Revenue

This ministry administers provincial acts authorizing the collection of taxes to provide revenue for government programmes. It is responsible for administration of such acts as the Land Speculation Tax Act, the Land Transfer Tax Act, the Provincial Land Tax Act, and the Succession Duty Act.

The Ministry of Government Services

The activities of this ministry include the purchase and leasing of property, the design and construction of buildings, and the management of land and buildings of the provincial government.

The Ministry of Treasury, Economics and Intergovernmental Affairs

The principal functions of this ministry are to recommend fiscal, economic, regional and intergovernmental policies; to provide advice so as to ensure consistency among these policies and other government programmes; and to develop the provincial budget and manage the finances of the province.

The ministry provides for relief from municipal taxes to the property taxpayer through payments, grants and loans to municipalities. It also analyzes and evaluates social and economic developments for their short, medium and long term consequences.

A major responsibility is the preparation and implementation of comprehensive development plans for the regions of Ontario; structural, organizational, and functional analysis and reform of local government; development of policy guidelines for municipal planning and the undertaking of micro-level planning research projects. It also provides a full range of advisory services to improve the effectiveness of local government and undertakes the planning and implementation of specific development projects.

